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**REDSO/WCA Provisional Regional Program
Strategy Paper
1995-2000**

March 31, 1995

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Introduction

U.S. foreign relations in Africa reflect the changes taking place in the rest of the world. The end of the Cold War has not been followed by international stability or a disappearance of world problems that affect the United States. The new threat is international disorder. This new challenge requires a new foreign assistance program with goals that are different from those of our previous aid programs.¹

New challenges and the need for a new foreign assistance program appear clearly in West and Central Africa (WCA), an area that is abounding with both change and potential while remaining one of the most desperately poor parts of the world. The countries, sub-regions, and people in the WCA region face a range of possibilities that has civil collapse at one extreme and sustainable development at the other. The United States has an important stake in how well they do, because many of the region's problems, including threats to the ecosystem and population growth, are global problems. But the problems aside, we can join with countries in the region in taking advantage of some of the potential that comes with economic growth and functioning markets if we understand the growth and become involved with it effectively.

USAID has taken some important steps in the right direction. U.S. foreign assistance to Africa has begun to adapt to the new realities during the last ten years, as "sustainable development" replaced the short-term considerations that shaped our assistance to Africa during most of the Cold War.² In presenting this provisional strategy³ to the Africa Bureau, REDSO/WCA continues its own search for ways to provide appropriate assistance to the WCA region. We also intend to contribute to the Africa Bureau's work in defining a long-term program of development assistance to the region, taking into account the magnitude of change in the region, the new realities in USAID, and the need to develop a new post-Cold War foreign assistance program.

¹ Statement of J. Brian Atwood, Administrator U.S. Agency for International Development, to the House Appropriations Subcommittee on Foreign Operations, Export Financing and Related Programs, March 7, 1995, pp. 1-2.

² Africa Overview for FY96 Congressional Presentation, p. 11

³ We cannot overstate that this is a *provisional* strategy. After the Africa Bureau completes its strategy for West and Central Africa, which will provide us with further guidance, REDSO/WCA will request assistance from PRISM, consult with partners and clients, and fully involve REDSO staff. Moreover, as we discovered when formulating our strategic support objectives, which cover most of what we currently do in the region, there is no clear guidance for measuring S.S.O. even in USAID/W, where all organizational units must deal with S.S.O. When we do a full strategy later in FY 1995, we will also be able to take advantage of approaches developed in USAID/W for dealing with S.S.O.

I. Summary of Assistance Environment

A. Significant Macro-economic and Socio-political Trends

The region's most constraining yet dynamic characteristic is the rapid growth and redistribution of its population.⁴ Even with reduced fertility in the region, the population is virtually certain to double in thirty years. This reality has profound implications for the development of all sectors in the region. The region's population growth has led to more diverse economic activities and social patterns, the appearance of a private sector middle class, growth of sub-national economies around secondary cities, a more integrated regional economy, and increased population density. But population growth has also put enormous pressure on the physical environment and the region's social structures. These pressures explain much of the failure of the region to develop.

Population growth throughout the region over the last 30 years has been increasingly urban, both in relatively better off countries as well as in poorer ones. This urbanization affects employment patterns, private and public investment, demands for services, strains on civil society, and even rural settlement patterns and agricultural production.

African governments and donors have reacted to these changes by shifting development strategies from those that depend on state control of the economy to those that create an environment for the economy to grow through the efforts of the private sector. Massive currency devaluations in most countries of the region, along with accelerated structural adjustment programs and debt rescheduling in the Franc Zone, has placed some countries on a course which is much more optimistic for growth and development than before devaluation, although immense problems still face the region.

B. Overall Development Prospects

West and Central Africa has a population of over 260 million living in countries whose borders were established with little regard for ethnicity or cultural heritage.⁵ As the economic and political situation has evolved since independence of the former colonies, countries in WCA have generally shared the experience of poor economic growth, although there is important variation within and between countries.

There are many reasons for the region's generally poor economic growth in the past. These include civil disturbances, generally poor education and inappropriate health practices, ineffective governments and immature private sector institutions, weak program planning and management, and a shortage of trained professional and technical personnel. As a result of these factors, plus a fragile ecological balance that has exposed many inhabitants of the region to periodic droughts, crop failures and food shortages, the region has consistently performed less well than other developing

⁴ Draft English translation of West Africa Long Term Perspective Study, ix.

⁵ FY95 Congressional Presentation

regions of the world. However, surging commodity prices and increasing capital inflows are expected to make 1995 the best year for the African economy in two decades.

Developments in the private sector will contribute to economic growth, however prospects for sustainable development are not the same throughout the region's \$100 billion economy. GDP growth rates in the major WCA currency areas are expected to vary widely, from 6% for the \$29 billion WAMU economy, 2.6% for the \$21 billion CMA economy, and to even slower growth for the \$32 billion economy of Nigeria. In particular, the Sahel sub-region has several unique features which require special attention [for] strategic planning for the West Africa region. These include a harsh environment, high dependence on subsistence agriculture, low literacy, and very serious deterioration of natural resources. As a consequence, countries in the sub-region are among the poorest in the world.

An effective foreign assistance strategy for the region thus has to take into account this tremendous variation in potential among countries and among sectors perhaps even designing separate strategies for sub-regions or sectors. Transfers per capita in 1990 constant dollars for West Africa reached \$100 per capita in 1978, declined to negative \$21 in 1985, and returned to over \$20 per capita in the early 1990s.

Economic and political power is becoming less concentrated at the national level with the growing importance of supranational regional organizations, multi-lateral lending institutions, sub-national regional institutions, the much larger role of private businesses, and to a lesser extent, nonprofit organizations. Limited if not declining resources means USAID must make difficult choices among alternative priorities and development partners. We will discuss the overall prospects in the region according to the USAID's four major strategic areas.

Broad-based Economic Growth

To date, the region's place in the global economy has largely rested on exploiting its natural resource base. In most of the countries within the region commodities from the agricultural sector form the basis of economic exports (cotton, livestock, coffee, cocoa, vegetables, etc.), and they also offer the most potential for developing regional internal markets. With increasing population pressure, however, exploitation of the region's natural resources is rapidly becoming unsustainable. Agricultural productivity has generally stagnated, and human capital investment remains a problem, particularly in rural areas. Not surprisingly, economies in the region are still mainly concerned with meeting basic needs.

Agricultural producers have succeeded in keeping pace with rapidly increasing urban demand and will continue to be the engine of economic growth in almost all WCA countries. At the worst of the agricultural crisis, in the mid-1980s, West Africa imported 15% of its total calorie consumption. Due to rapid growth in production in the last ten years, the region now imports 8% which is the same level as in the 1970s. With the devaluations of the regional currencies local food production should continue to improve. Continued support for regional agricultural and environmental research networks is critical.

Investment in the cities since 1960 represents an accumulated capital of \$300 billion, several times larger than the roughly \$50 billion of aggregate net resource transfers since 1970. Urban job creation has in the past and will continue in the future to take place mostly in the non-tradable sector, especially housing and services. The unregulated and largely un-taxed part of the economy that has shown the most growth, especially in urban areas, will need to be taxed in order for the public sectors of the WCA countries to continue to function. Efforts to generate broad-based economic growth therefore must pay appropriate attention to the growth possibilities of currently untaxed and unregulated activities in both rural and urban areas.

Further development will also depend on judicious use of public sector authority. Government can stimulate private sector activities by reducing state controls, improving incentives, and investing in needed infrastructure. The West and Central African governments can also contribute collectively to regional economic growth through regional trade and cooperation. Specifically this will require integration of landlocked Sahelian countries and Gulf of Guinea coastal countries on the basis of comparative advantage. Cooperation and integration within and between Anglophone and Francophone economic areas along the Gulf of Guinea will be a critical element of regional economic development.

Protecting the Environment

The environment in WCA is characterized by a degradation of the natural resource base (terrestrial and coastal). In particular, the region suffers from loss of soils, loss of soil fertility, loss of forest cover, reduced habitats for maintaining biodiversity, loss of wetlands (interior and coastal), overfishing of coastal fishstocks, and surface and groundwater pollution. In some situations air pollution from wind borne particles occurs, particularly during prolonged dry seasons in the Sahel. There are many reasons for these trends, including increasing numbers of people engaging in excessive land clearing and creating pollution, inappropriate and excessive state controls resulting in inadequate and ineffective policies and regulations, and a lack of integrated planning resulting in inadequate environmental assessments and weak institutional (government and non-government) capabilities. This degradation has long term consequences for sustained economic development.

Governments, donors, and private sector groups have begun to recognize the importance of sound environmental planning, particularly with respect to rural, industrial and infrastructure development. One sign of this is that several countries in the region are developing national environmental action plans. At the same time, local NGOs are seeking effective ways for decreasing state control over the use and access to the natural resource base. The importance of local knowledge and its use in developing appropriate technologies shows promise in slowing land degradation associated with agricultural activities. Institutional development and management, policy analysis, planning and testing, environmental assessment and monitoring and protection of natural habitats will be among the key issues to be addressed in protecting the environment.

Health and Population

The WCA region faces difficult challenges in population and health. With a population growth rate over 3.0%, the region will double its population in just over 20 years. At the same time, the region lags behind in the dramatic improvements in health achieved by other developing countries during the past 40 years. Life expectancy at birth remains low (less than 50 years in 10 of the 24 countries); infant, child and maternal mortality remain high. Even the slow pace of improvement in the infant mortality rate has slackened in recent years owing to declining per capita incomes, instability from wars and natural disasters, and declining donor support. Weak government infrastructures cannot hope to keep pace with the growing population, much less improve the quantity and quality of health care services.

Migration has a major impact on the region. The economic crisis and political instability have increased both seasonal and permanent migration, particularly to the coastal countries, as large numbers of people travel to seek a livelihood, often to support families in their villages of origin. For example, immigrants make up 33 percent of the population of Côte d'Ivoire and contribute one percent to its annual population growth rate. Unfortunately, disease does not respect national borders, so migrants returning to interior Sahelian countries or traveling along coastal routes introduce and transmit communicable diseases, including sexually transmitted diseases and HIV/AIDS, to new populations.

Democracy and Governance

Democracy's tenure in the WCA region is fragile at best. Within the region one can find:

- Entrenched dictators defiantly refusing to accede to popular demands for more open systems
- Countries that have replaced long-term dictators with apparently democratic systems, but that have not yet fully demonstrated either the capacity or the will to establish participatory governments
- Countries devastated by civil war as competing ethnic factions struggle to decide who or what will replace toppled autocrats
- Military dictators who have or are in the process of transforming their polities into democratic ones
- Democratic systems established via peaceful means that appear to be working

There is little question that functioning political systems are absolutely required for economic development to occur in the region. But states in Africa, including the WCA region, are notoriously weak, even as many of them are autocratic, and the reasons for their weakness are not easily susceptible to change, especially from the outside.⁶ And yet, their provisional first steps toward democratic governments will

⁶ Jerry Wolgin, *New Wine, New Bottles: A New Paradigm for African Development* (1994).

require tangible unwavering support from the outside if they are to survive, much less thrive.

C. Constraints and Opportunities

Stretching from Mauritania to Zaire, West and Central Africa's attempts to adjust to the changes in the region are constrained by some of the most formidable and well known obstacles in the world. We have identified five areas that analytically summarize the constraints and opportunities for the WCA region: *population and health, regional relations, urbanization, education, and infrastructure and technology.*

Population and Health

There are numerous historical, political, socio-economic and technical constraints that contribute to the high population growth rate and poor health situation in West and Central Africa. A lack of access to primary health care services is still a constraint to improving health in the region. In addition, the quality of health services which do exist in WCA are questionable owing to inadequate support systems for service delivery. These include supervision, adequate training of health clinic staff and district management teams, and lack of essential drugs. Lack of knowledge about modern family planning methods and poor access to them inhibit increased contraceptive use, which has consequences for women's health as well as for population growth. In addition, weak public institutions are constrained by financial problems -- both of aggregate shortfalls and wasteful expenditures. The private sector is often not an adequate alternative provider of services and is often impeded by government policies. Finally, donors themselves have unintentionally produced inefficiencies in the health systems from duplication and contradictions among their programs.

There are also untapped opportunities for real development in health and family planning in the WCA region. Because many programs have been carried out in isolation from others, there are real opportunities for exchanging best practices. Both donors and African institutions have developed approaches that work. US and local NGOs have successfully used peer education to inform target groups about HIV/AIDS in Togo, Côte d'Ivoire, and Cameroon. Local NGOs have introduced voluntary testing and counseling for HIV/AIDS in Côte d'Ivoire (which has the only voluntary center in West Africa) and Cameroon. IPPF affiliates in Burkina Faso and Senegal have effectively integrated family planning, reproductive health, and child survival.

Regional Relations

The WCA region's future depends on finding ways to take advantage of its diversity, building on complementarities and interdependence. With the exception of Nigeria, national economies are not strong enough to operate in isolation from each other. There are several ways of encouraging regional cooperation and integration.

- **Economic complementarities.** Declining traditional exports, the difficulty producing new exports, declining investment, and declining aid will lead to

- **shortages of hard currency and reduced imports for regional consumption.** This may lead to growth of regional markets under the right circumstances.⁷
- **Population mobility.** Over eight million West Africans migrated to another West African country in the last thirty years and over 20 million are expected to migrate in the next thirty years. By the year 2020, it is estimated that roughly half the food imports into West African countries will be from neighboring countries. Cooperation and integration within and between Anglophone and Francophone economic areas along the Gulf of Guinea can be a source of growth and stabilizing influence for the region. The capacity of rural areas to regulate their output of migrants will be an essential element for the region's social and political stability.
- **Regional organizations.** Governments in West and Central Africa, with the support of donors, have tried to encourage regional integration by forming regional institutions. Experience shows that these institutions are more likely to work and to last if they are focused on specific issues or objectives, if they have responsibilities for identifying problems and implementing solutions, and if they work to build up local capacities.⁸
- **Regional Trade.** An important component of developing export markets is promoting and increasing regional trade to diversify economic opportunities, particularly for rural producers and consumers. Regional trade presents special problems, however, because of different potentials within WCA's sub-regions.

The heart of the regional economy and the area with the greatest potential for regional trade is the group of countries along the Gulf of Guinea from Abidjan to Yaoundé. Nigeria is the dominant factor, and Nigeria's future is difficult to predict.⁹

By contrast, one of the most fragile sub-regions, the Atlantic Coast countries (Mauritania, Senegal, The Gambia, Guinea Bissau, Guinea, Sierra Leone, and Liberia), may be more oriented toward the world market (especially Europe) than toward a regional market. They currently export more to non-regional countries and receive more external aid than other parts of the region.¹⁰

The large landlocked countries (Mali, Burkina Faso, Niger, Chad, CAR) have immense problems. Their best bet may be to exploit agriculture (especially processed, higher value added products) while encouraging migration from their northern areas to supply labor to the more economically active areas in their own countries and in the rest of West Africa.¹¹

⁷ West Africa Long Term Perspective Study, xv.

⁸ USAID Sahel Regional Strategy, pp. 5, 8.

⁹ West Africa Long Term Perspective Study, 26.

¹⁰ West Africa Long Term Perspective Study, 28.

¹¹ West Africa Long Term Perspective Study, 30-31.

Urbanization

Urbanization presents critical constraints and opportunities in the WCA region. Growth has not been limited to a few large cities. The number and size of secondary cities have increased dramatically during the last 30 years. At the same time, the rural population is growing in absolute terms.¹² Urbanization has characterized the settlement patterns in both relatively richer economies (Nigeria, Côte d'Ivoire) and poorer ones (Mauritania, Chad).¹³ Projections call for continued urban growth rate of 4.2% between 1990 and 2020; rural population is expected to grow 1% per year for the same period. By 2020, 63% of West Africans will live in urban areas.¹⁴ Rapid urbanization, the collapse of commodity prices, the emergence of competition, and the prospects of declining development aid mean that "the future of urban economies lies in the increasing mobilization of their own resources."¹⁵

Education

Education statistics in West Africa remain the worst in the world, whether one looks at enrollment numbers, efficiency, quality, or the gender gap. In spite of early post-independence achievements, overall enrollment in schools has declined in recent years, most likely because of economic recession and the quality of schools. Women's education in particular has a large impact not only on family health and fertility, which in turn can augment or deter further development, but also on probability that successive generations will be educated. After another generation of support to West African education, the same sorts of returns to investment in human resources that have occurred in East Asia could also be realized in WCA.

The major constraints in education are the lack of quality and the inadequate level of support for girls' education. As enrollments have increased, quality has declined. Poor quality has led to high levels of class repetition and school dropout, both inefficient uses of educational resources. Unit cost per primary school graduate is high. In terms of gender, no West African country scored higher than 50 on a recent 100-point index on female education for 116 countries. Improved quality will help retain girls in school, but ways of increasing girls' access to school need to be explored and shared between the countries in the WCA region.

Infrastructure and Technology.

Infrastructure (systems of roads, transportation, water and sanitation, communication, shelter and utilities, energy) and technology make possible productivity of labor and capital for sustainable development. The WCA region requires timely and accurate information no less than other areas of the world. "Regional crop production statistics for famine early warning, vegetation monitoring for natural resources management, market information systems for increased production and trade, demographic data collection and analysis to promote

¹² West Africa Long Term Perspective Study, viii

¹³ West Africa Long Term Perspective Study, 10.

¹⁴ West Africa Long Term Perspective Study, 24.

¹⁵ West Africa Long Term Perspective Study, 40.

progressive population policy development and exchanges of agronomic and other agriculture-related data" have already proved important in moving toward regional integration.¹⁶ Clearly there will have to be continued efforts to ensure that the WCA region develops the infrastructure and information technology it requires.

D. Other Donor Programs

Agriculture: Agricultural technology development and transfer are spearheaded by USAID, the World Bank and the French. Support to national agricultural research and development agencies has been provided through grants and concessional loans. Recent efforts have focused on demand-driven and market-oriented agricultural research, greater involvement of farmers in technology development and transfer activities, emphasis on income-generating activities through the promotion of agribusiness activities, and promotion of commodity research networks for addressing cross-cutting production problems.

Natural Resources Management and Environment: During the last four years increased attention donors have paid increased attention to sustainable management of natural resources and the environment. Principal donors in this area -- the World Bank, USAID, French, German, EEC, and Japanese development agencies -- have been focusing on natural resources management and preparation and implementation of National Environmental Action Plans (NEAPS). Environment and natural resources information and monitoring systems have been funded and implemented in Ghana, Burkina Faso and Côte d'Ivoire. During the past year, France, the EEC, and CILSS have taken a lead role in desertification issues and assisting the countries in implementing the desertification convention. The principal activity has been the development of the Sahara and Sahel Observatory and the development of data bases on desertification and natural resources.

Private sector development has received greater attention in recent years through the implementation of credit, trade, export, and investment promotion and entrepreneurial training programs focusing on micro credit, marketing, financial intermediation and commercial bank credit facilities for small, medium and large scale entrepreneurs.

Policy reform programs designed to create the enabling environment for a range of economic activities have been implemented for several years and are showing impact on economic activities. Still there is a long way to go. The IMF, the World Bank, and USAID have been major actors in this area influencing policy reforms through project and program conditionalities. USAID posts in the region have made major contributions to agricultural and food sector policies directly and through parallel conditionalities complemented IMF and World Bank required structural adjustment policies.

Democracy and governance: Donor support for the establishment and maintenance of democratically elected governments, improvement in governance of

¹⁶ USAID Sahel Regional Strategy, p. 5.

public affairs, and promotion of civil society have focused on nurturing the democratic upsurges manifested in the last three years across the region. A number of donors have subscribed to the establishment and maintenance of democratically elected institutions as a condition of economic aid. Assistance is provided for activities such as writing constitutions, holding referenda, public education through seminars and conferences, and the conduct of elections. USAID has provided assistance in pre-electoral assessments, material assistance and election monitoring and training of electoral officials. EEC, Canada and UNDP also funded several of these activities. German assistance has been mainly in the area of civic education through private Foundations and NGOs.

Disaster relief: USAID has been an acknowledged leader in providing relief to refugees and displaced populations from man-made and natural causes. Support has been provided through PL-480 programs implemented by PVOs and NGOs, and support to UN agencies such as WFP and UNHCR. EEC and Japanese agencies have also provided resources through UN agencies.

E. Accomplishments and Lessons Learned in Region

The development experience of the last 30 years in West and Central Africa has produced useful lessons for future assistance activities.

- **Experience in health and population** shows the value of community participation in managing primary health care programs (Burkina Faso), the value of using diverse service providers for family planning and AIDS control (Côte d'Ivoire d'Ivoire and Cape Verde), how to strengthen public sector health systems (Cameroon and Togo), and how to support cost-recovery programs (Senegal, Burkina Faso, Cameroon).
- **Experience in local government development** shows that there are large pay-offs from management training for local government officials, technical assistance encouraging the formation of citizens' groups and greater participation in government decision making, creating and strengthening local government training institutions and professional associations. USAID regional activities have helped enhance the ability of local governments to raise local revenues and use them productively to provide revenue-generating public facilities (such as markets, transport depots).
- **Experience in improving regional monetary and trade policies** shows the importance of involving private associations in the deliberations. The trade, industrial, monetary, and other policies of the past generally inhibited growth and restricted intra-regional exchange. A new vision of sustained economic growth is likely to be centered on regional integration and increased intra-regional trade. More specifically, regional integration will depend on strengthening the economic linkages between smaller rural Sahelian economies and the more urbanized and industrialized Coastal states. The potential for shared economic growth requires significant changes in how local economies within the region trade with each other. And West African institutions must be involved in developing and carrying out appropriate policies.

- **Experience in training shows the importance of this long-term commitment both to the trainees and to the U.S. Government. More and more key staff at all levels in African governments are US trained. In addition, many deals of African universities and executives in regional institutions have been educated in the US. As a result of the US-provided training, most of the universities and training institutions have developed their capacities, which will contribute to development in the region.**

F. How REDSO will assist bilateral programs in the region

REDSO is ready to address cross-national needs that would be best met through regional activities as a complement to bilateral activities, such as identification and replication of best practices, research information exchange across countries, and reduction of HIV/AIDS and other disease transmission.

G. How were customer needs established?

The summary of constraints in this provisional strategy is based on information taken from good secondary sources (the draft English translation of the West Africa Long Term Perspective Study and USAID/W's Sahel Regional Strategy). We supplemented those sources with REDSO/WCA's long experience in the region, especially in developing information on "best practices." This information is a good preliminary foundation that will be complemented by more active consultations with other donors, partners, and customers when REDSO/WCA resumes its strategy development later this year.

Strategic Support Objectives. REDSO has continual discussion with client posts throughout the fiscal year via e-mail, cable, faxes, telephone calls, and TDYs. In addition, the annual Workload Scheduling Conference provides a formal mechanism to hold planning consultations with client posts.

II. Proposed Strategic Objectives

REDSO/WCA has historically supported the development objectives of USAID's bilateral posts in the WCA region. At one time REDSO/WCA provided support to 24 client posts. By the end of FY96, there will be only ten USAIDs in this region despite its lower development status relative to Asia, Latin America, and Eastern Europe.

REDSO/WCA must evolve in its relations with client posts so that our staff are viewed as virtual members of client post teams. This makes good sense and is consistent with the letter and spirit of USAID's re-engineering. At the same time, we are accountable for ensuring that the activities transferred from close-out posts to REDSO/WCA are managed to full completion.

While the USG may not be able to afford to contribute to the development objectives of all West African countries on a bilateral basis, it is possible to do so through

regional interventions. We view it as REDSO/WCA's role to make the transition to promoting sustainable development through regionally designed and implemented program activities. That transition will require a different set of operating assumptions:

- we will work only on problems that have a cross-border impact on the region;
- our partners in development will shift largely from host governments to the non-governmental sector;
- our assistance instruments will shift from contracts to grants that can be implemented by partners who have been empowered to define the development objectives that will result from our programs; and
- we will focus USAID's efforts on evaluating and managing for results.

REDSO/WCA has proposed the Family Health and AIDS -- West and Central Africa project (624-0440), which is the first project designed to address a serious developmental problem on a regional basis. REDSO management believes that there are other development problems and constraints that can be dealt with cost effectively on a regional basis. For example, additional development interventions in health and population can be delivered regionally, environmental problems cross national boundaries, many democracy and governance issues are common to the region, regional trade expansion is crucial to improved economic performance and more attention to infrastructure will allow improved communication within the region. A regional approach to these problems will permit the AFR Bureau to utilize a cadre of knowledgeable and experienced development professionals in REDSO/WCA in a manner which augments their contribution to the development of the region. Within the framework of the soon to be completed West Africa regional strategy plan, REDSO/WCA will develop a strategic plan which integrates the broader objectives of the AFR Bureau into a comprehensive program that can be cost-effectively pursued and managed.

A. Strategic Support Objective No. 1: Technical and Management Support Services to Bilateral Field Posts.

REDSO/WCA's first S.S.O. is to provide specialized developmental and essential managerial support services to the USAID bilateral field posts in West and Central Africa so that they are better able to formulate strategies, design approaches, implement activities, judge the results and report the impacts.

Key Assumption

The provision of quality services by REDSO/WCA in the West and Central Africa region during the period 1995-2000 presupposes the existence of sufficient USAID bilateral field posts within the region and the need to supplement existing staff at these posts with knowledgeable and experienced USAID officers based at a central location within the region.

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REDSO/WCA as a Service Organization

The primary mission of REDSO/WCA is contained in the AFR Bureau Delegation of Authority 551 (DOA 551), which spells out the allocation of responsibilities and authorities to the field for the authorization and implementation of projects, REDSO/WCA functions as an organization whose officers participate with bilateral USAID staff in program and project design and implementation. In carrying out this mandate, REDSO/WCA performs an essential accountability function through the services of its financial management, legal, and contracting staff.

REDSO/WCA staff currently provide the following services:

- Program management and technical services to client posts in accordance with client needs and in keeping with DOA 551;
- Helping client posts produce high quality and timely strategies, programs, and projects;
- Services in financial management, budgets, and accounting;
- A portfolio of regional projects in the areas of the environment, health and population, education, and democracy and governance; and
- A repository of information and analysis concerning the WCA region, especially for institutions, systems, and networks which cut across national boundaries.

REDSO/WCA also implements the West Africa Regional portion of the Africa Bureau's analytic agenda. Through regionally funded projects, REDSO/WCA houses a cadre of African professionals who pursue a well coordinated agenda of analysis and research under several regional projects focused in the areas of child survival, population, AIDS awareness, basic education, environment, women in development, and democracy and governance. These advisors and the results of their research are factored into the program designs and implementation agendas of REDSO/WCA client post programs.

The West and Central Africa bilateral programs supported by REDSO/WCA and the nature of that support are shown in Table 1.

Table 1. REDSO/WCA Services to Client Posts

STAFFING	B E N	B U K	C A M	C D I	C V E	C H A	G A M	G B U	G H A	G U I	M A L	N I A	N I G	S E N	T O G
PDO	R	R	R	R	R	R	R	R	x	x	x	R	x	x	R
CONT	x	R	R	R	R	R	x	R	x	x	x	x	R	x	R
RLA	R	R	R	R	x	R	x	R	R	R	R	R	R	x	R
RCO	R	R	R	R	x	R	x	R	x	R	x	R	R	x	R

R Services provided by REDSO staff
 x Does not use REDSO services regularly

USAID/W and Client Post Sustainable Development Strategies

In 1987, Congress created the Development Fund for Africa to channel foreign aid to this important region. The assistance provided through the DFA promotes the five U.S. foreign policy goals in the region: (1) supporting sustainable development; (2) alleviating suffering and hunger; (3) fostering democracy and human rights; (4) promoting peace and resolving conflicts; and (5) increasing U.S. private sector participation in Africa.

The DFA supports the broad USAID sustainable development priorities: economic growth with equity, including complementary health and education improvements stabilizing population growth; protecting the environment; promoting democracy and participation; and providing emergency relief. In conformance with the Agency strategy, (with the exception of Liberia) each of the 13 active bilateral programs in the West and Central Africa region that REDSO/WCA collaborates with has developed a strategic plan for its host country's development prospects. Table 2 illustrates the strategic objectives which the bilateral programs are pursuing. While REDSO/WCA has assisted the client posts with strategic planning, execution and results measurement, the responsibility for strategic plan review and approval is retained in USAID/W, and the responsibility for performance is assigned to the bilateral post.

Table 2. Strategic objectives pursued by field posts

STRATEGIC OBJECTIVES	B E N	B U K	C H A D	C V E	G A M	G B U	G H A	G U I	L I B	M A L	N I A	N I G	S E N
EDUCATION	x						x	x		x			
HEALTH			x							x	x	x	x
FAMILY PLANNING		x	x	x			x	x		x	x	x	x
ECONOMIC GROWTH: - Ag. & Rural Income		x	x				x	x					x
- Private Sector Devpt.				x	x	x							
ENVIRONMENT/NRM		x		x			x	x				x	x
DEMOCRACY		x		x								x	x
EMERGENCY									x				

Performance Indicators and Targets

As described above, REDSO/WCA has assisted the bilateral field posts within the region to carry out the strategic planning, execution and evaluation function. However, since the REDSO/WCA role is principally one of advice, guidance and concurrence, the impact of its service function is indirect and dispersed, making it impossible to identify the specific REDSO/WCA contribution to the process, let alone identify the performance results attributable to that contribution. The primary responsibility and authority for strategic decision making resides with the bilateral post staff, who determine in large measure the framework for the REDSO/WCA services. The REDSO/WCA role in strategic planning by these posts is not mentioned in the DOA 551, which sets the framework for REDSO/WCA collaboration with these management units. To date, a formal role for REDSO/WCA during the preparation of CPSPs has not been made explicit, nor has REDSO/WCA been asked to review the CPSPs prior to their submission to USAID/W for Agency review and approval.

Therefore, the methods of measuring the quality and quantity are related to the effectiveness of the field posts in communicating their needs for REDSO/WCA service support, such as contract officers, lawyers, financial and accounting management, program/project development and sectoral development specialists, and REDSO/WCA's ability to respond to that request with high quality service provided in a timely fashion. In FY 94, posts requested 2499 days of service and received 2476 days of service. There was a reduction in requests for DOA 551 concurrence from 200 in FY93 to 122 in FY94 owing to three program close-outs.

The schedule for REDSO/WCA service is established initially at the beginning of the fiscal year. REDSO/WCA maintains continuous contact with the field posts to update

the schedule. All electronic DOA 551 actions are tracked against a maximum turnaround time to assure a quick response. We, along with other service units, will continue to explore options to define how to set meaningful indicators, establish realistic objective targets, and measure the quality of service as a regional office. In the mean time, REDSO/WCA will collaborate with the bilateral field posts to improve communication, increase the response time and strengthen the quality of our services to them.

B. Strategic Support Objective No. 2: Support Close-out Operations of Designated Field Posts and Manage Residual Activities.

REDSO/WCA's second S.S.O. is to assist the USAID bilateral field posts in West and Central Africa which have been designated by the Agency for closure with the necessary specialized services to provide for a timely and controlled cessation of activity and departure of staff, followed by the transfer of residual responsibilities to REDSO/WCA for completion.

Key Assumptions

The supply of quality support to close-out posts requires that the decisions, i.e. countries and schedules, approved for West and Central Africa by USAID/W are not modified prior to the end of FY 96. If a decision is reached to close additional field posts in the region, REDSO/WCA may require additional short term staff resources. In order for the process itself to succeed as planned, the social, political and economic environment in the affected country must remain relatively stable.

Field Post Close-out

As stated in the FY 95 Congressional Presentation, USAID has decided "to close out our bilateral development programs in 21 traditional recipient countries who have proven not to present the conditions needed for fruitful cooperation with our sustainable development efforts." Of this total of 21 country programs scheduled to close between 1994-96, seven of them (Zaire, Cameroon, Chad, Togo, Côte d'Ivoire, Burkina Faso, and Cape Verde) are in West and Central Africa. Table 3 presents comparative data on these close-out programs, including closure data and project portfolio composition. As of April 1995, four of the seven target country programs had terminated implementation and responsibility for the residual activities had been transferred to REDSO/WCA. REDSO/WCA will assume a similar responsibility for the remaining three bilateral programs at the end of 1995 and 1996.

Table 3. Status of close-out country portfolio.

		Project Portfolio		
Country	Yr of close out	Active ^{1/}	Open ^{1/}	Transfer to REDSO ^{2/}
Previously Closed				
Côte d'Ivoire	94	3	4	
Cameroon	94		12	
Togo	94	1	9	
Zaire ^{1/}	93			No records
Pending Closure				
Burkina Faso	95	6	5	2
Chad	95	10	1	2
Cape Verde	96	5	4	2

- ¹ Project PACD has not expired
- ² Project PACD has passed but there is still a pipeline
- ³ Projects to be transferred to REDSO during implementation which will require active staff attention
- ⁴ Financial records have not yet been received by WAAC

REDSO/WCA Support for Close-outs

In addition to the ongoing technical/developmental and DOA 551 support services described under S.S.O. No. 1, the assistance of REDSO/WCA to a post during close-out brings additional responsibilities. Sometimes these responsibilities are made more challenging because close-out plans are approved in USAID/W and responsibilities then assigned to REDSO/WCA. The close-out process requires an examination of the country program to determine (1) whether and what kind of useful units of assistance can be left behind and what tasks need to be performed to achieve this result; and (2) what evaluations should be carried to explore useful lessons learned from the history of USAID assistance in the country. Once the recommendations stemming from an analysis of these issues have been explained to and approved by USAID/W in the post close-out plan, all open assistance instruments -- bilateral projects, HB 13 grants, contracts and training activities -- must be identified, phased down and closed in accordance with the plan. This process is normally complex and involves the coordinated action of program/project development, project officers, legal, contract officers and financial and accounting specialists from both the post staff and REDSO/WCA staff.

As the post approaches the date for closure of its program and withdrawal of the final USDH staff, REDSO/WCA must be in position to take over the residual actions. By

this time, the majority of projects should have passed their PACDs, or be only months away, with the exception of any extraordinary projects which will be transferred to REDSO/WCA management, and the implementation actions should have ceased. Experience shows that assuming a post's close-out activities typically adds the following tasks to REDSO/WCA's responsibilities:

- Monitoring, following up, and ultimately closing outstanding audit recommendations.
- Ensuring that contractors and grantees submit final vouchers and liquidate advances.
- Closing contract files.
- Completing Project Activities Completion Reports.
- Storing files that the closing post is supposed to have arranged according to Handbook 21 requirements.
- Monitoring participant trainees whose training may last longer than the closing post to ensure they complete their training on schedule and then return to their host country.
- Responding to requests from USAID/W or elsewhere for country clearances for travel in the closing post's host country, according to current guidance for such visits.

Performance Indicators and Targets

The responsibility of support and follow-up to closing USAID bilateral field posts in West and Central Africa is a subset of the larger role of REDSO/WCA to provide services to USAID personnel stationed in bilateral posts throughout the region. However, when a post is in the close-out mode, the REDSO/WCA services must be more focused and concentrated to accomplish the task of operational shut down and staff departure by a designated date. Many of the skills required for an orderly close-out, such as contracting, legal, and financial and accounting management, are not available at the post and are crucial to a successful close-out. The cognizant officers, along with program specialists, as required, help the post carry out the tasks set forth in their close-out plans. The objective is to transfer project responsibilities to local institutions, as appropriate, and terminate the direct USAID relationship to them prior to the PACDs.

The residual actions, in most cases post-PACD clean up, are then transferred to REDSO/WCA until all project funds are liquidated or decommitted and deobligated. In addition to these completed projects, REDSO/WCA must be prepared to receive and manage projects that will continue active implementation beyond the close-out date of the affected field post. Special difficulties arise at this stage owing to the absence of a post support structure to justify, explain, and facilitate the residual actions. This increases the burdens on the REDSO technical specialists to compensate for that missing post support. The process of post close-out is a dynamic

one and requires close and continuous coordination between the closing post and USAID.

C. Strategic Objective: Improve Access to Selected Health and Family Planning Services in the Region.

REDSO/WCA's population and health strategic objective *is to improve access to and use of family planning, maternal and child health and HIV/AIDS prevention services*. Our goal is to reduce fertility and to promote women's health, to minimize the transmission of HIV/AIDS, and to reduce mortality of infants and children in the West and Central Africa region. In concert with other donor and host country efforts, we will build on successful USAID and other donor-funded initiatives in the region to establish appropriate mechanisms that will encourage an integrated approach to low-cost service delivery interventions.

The centerpiece of our strategic objective is a five-year Family Health and Aids -- West and Central Africa (FHA-WCA) project, which is more fully described below. But we will complement the project activities with other kinds of assistance. Indicators of achievement will be increased use of family planning, changes in high risk sexual behavior, and more effective, efficient utilization of indigenous and donor resources. Overall quantitative targets for these purpose level indicators are as follows:

- Increased use of modern family planning methods by one percentage point per year among women of reproductive age, for a total of five percentage points by the year 2000, in selected areas of the WCA region (likely including all or some of the following countries: Burkina Faso, Cameroon, Côte d'Ivoire and Togo);
- Increase, by at least five percentage points by the year 2000, the proportion of men with multiple sexual partners who report consistent use of condoms, in the strategy's target areas; and
- More efficient, effective utilization and mobilization of donor resources for family planning, HIV/AIDS, and maternal and child health.

Our most active partners will be public and private West African institutions that provide services in the region, and their international partners. The ultimate beneficiaries -- children under five years old, their mothers, and sexually active adolescents and adults -- will participate with us by contributing to the design of services through community involvement, to IEC through focus groups, and to evaluation of program quality through surveys and other studies.

Key Assumptions.

Our strategic objective assumes, first of all, that parents want healthy, socially and economically sound lives for themselves and their children. The program assumes the existence of proven, cost effective strategies that can and should be replicated. It also assumes the willingness and eventual capacity of African health professionals and provider organizations to take the lead responsibility for delivering those best

practices. Finally, it assumes the willingness of providers and donors to work in a collaborative way to accomplish a common agenda of worthwhile outcomes.

Three areas of major risk are as follows:

Regional political and economic instability. The political and economic stability of West and Central Africa will be critical to achieve the S.O. target. The region appears to be making overall progress despite pockets of civil violence and economic breakdown, such as Liberia. If political and economic progress continues slowly but steadily through the 1990s, the flexibility in our strategy to select implementation sites and partners allows reconfiguring the S.O. target rapidly to adjust to localized disturbances.

Decline in expenditures in the sector. The continuation of current levels of foreign assistance will be crucial to achievement of the S.O. target. Available statistics show that on average an estimated 19 percent of the total expenditures in 1990 were funded by foreign assistance; the balance was funded by public and private sources within the host countries. Recent data show that the proportion of public sector expenditures for the health sector in national budgets has actually increased slightly in recent years, and this is expected to continue.

Changes in service demand or disease patterns. The continuation of current patterns of disease transmission will be crucial to achievement of the project purpose. The most visible example of this is the transmission of the HIV/AIDS virus, which, in West and Central Africa, is overwhelmingly transmitted by unprotected sexual contact. Whereas transmission patterns are not as dramatic for other diseases, any change in the respiratory or diarrheal disease characteristics, among others, as well as the appearance of any new or unknown threats to the general health of the region's population would also affect the probability of achieving the S.O. target.

Problem analysis and results/causality framework.

The West and Central Africa (WCA) region lags behind other areas in the dramatic improvements in health achieved by other developing countries during the past 40 years. There are many causes for the still high maternal, infant, and child morbidity and mortality in WCA, including principally: (1) high risk births; (2) diarrhea; (3) pneumonia; (4) vaccine-preventable diseases, especially measles; and (5) malaria. In addition, the HIV/AIDS threat in Africa continues to grow. As of December 1994, sub-Saharan Africa, with less than 10 percent of the world's population, accounted for 61 percent of all HIV infections worldwide, according to the World Health Organization. The cumulative number of HIV/AIDS infections in Africa was close to 11 million.

Most countries of WCA have high population growth, i.e., more than 3 percent, which implies high total fertility. There is a growing adolescent population and an earlier average age for sexual relationships. Demographic pressures are closely tied to migration which links the countries of West and Central Africa. Immigration has

contributed to overall population growth in coastal countries, and particularly to the growth of cities.

There are numerous historical, political, socio-economic and technical constraints that contribute to the high population growth rate and poor health situation in West and Central Africa (WCA). Our strategy addresses selected transnational problems and operational constraints under a regional mechanism, which opens new opportunities for people, governments, and institutions in the region to work collaboratively.

In order to achieve our objectives in the most cost-effective way, respond to the management constraints of a regional program, and ensure that the program provides the "best and brightest" and most relevant WCA technical support, REDSO/WCA will enter into partnerships with US PVOs willing to contribute to the development of West and Central Africa. Given the impact we expect to achieve, our development partners will identify the most cost-effective strategies for achieving these performance indicators and the most appropriate target groups.

Relationship to Agency goals and priorities.

Our strategy is consistent with and supports the Agency's and the Development Fund for Africa's (DFA) strategic priorities. USAID's strategy in population and health calls for family planning programs that will provide access to a range of family planning methods, combine family planning programs with other services that enhance maternal and child health and survival, and provide information and services to limit the spread of HIV/AIDS and other sexually transmitted diseases.

The overall goal of the DFA is consistent with the Agency's "population growth and human health" strategy. Under the DFA guidelines, there are four strategic objectives, one of which is to reduce and redefine the role of the public sector. This includes the sub-goal most relevant to this project -- "improve equity and efficiency in providing key public services, particularly health, family planning services, education and transportation infrastructure." To achieve that objective, USAIDs are seeking better ways to commit host country leaders to voluntary family planning, and to tie, conceptually if not operationally, family planning programs with other development efforts, in education, rural income generation, and child survival.

Declining material and staff resources within USAID, a shrinking number of bilateral USAID posts, and a re-engineering philosophy that actively includes development partners in new relationships with USAID have all combined with our improved understandings of the transnational development problems in the WCA region. This is why our first strategic objective stresses close work with international organizations and other donors, cost-effective institution building, partnerships with US and local NGOs, and participation of the groups who stand to benefit most directly from better family planning and health services. Having developed this approach for health and family planning, we expect it holds promise for other sectors as well.

Performance Indicators and Targets.

NGOs participating in our strategy will establish comprehensive outputs that are appropriate to the achievement objectives. Following the principle of managing for results, the NGOs and USAID will review the outputs and their suitability to achieving program impact each year. We will negotiate required changes as we all learn more about implementing this kind of strategy. Until that time, the following list represents a set of outputs important to REDSO/WCA which will serve as an agenda for discussion with our partners about a definitive list of output targets and indicators of accomplishments.

- Establish partnership programs among US and African institutions and organizations for regional, national, community - and health facility-based interventions in family planning and HIV/STD prevention;
- Strengthen decentralized health systems effectively supporting maternal and child health, family planning and HIV/AIDS programs in selected project targeted areas;
- Expand the product line of social marketing and use of contraceptive methods in a manner which reflects utilization of more effective methods ;
- Increase knowledge about family planning modern methods to match recipient targets; and
- Disseminate cost effective diagnosis and treatment protocols for genital infections, AIDS-related diseases and maternal and child care target areas.

As activities under the strategic objective progress, our development partners will periodically prepare and submit workplans, describing the results achieved in the previous period against the targets, analyzing the reasons for success and failure and the lessons learned, and explaining the activities and expected results for the upcoming period. The ability of our partners to meet their own targets will serve as the basis for USAID evaluation of their success and that of the program. This flexible approach will allow our partners to direct resources where they will be most cost effective, whether in USAID presence or non-presence countries; will allow USAID and our partners to work cooperatively with all donors toward more comprehensive and productive program planning; and will allow partners to increase African participation and long-term sustainability.

Discussion of identified approaches.

The FHA-WCA project seeks to address cross-national needs that would be best met through regional activities as a complement to bilateral activities, such as identification and replication of best practices, research information exchange across countries, reduction of HIV/AIDS and other disease transmission.

Changing epidemiological patterns of major diseases, such as malaria, measles, and particularly HIV/AIDS, show that they cross borders all too easily and threaten the

entire West and Central African region. This argues for a multi-country approach. Likewise most of the WCA countries are in the emergent phase of family planning, where a multi-country strategy offers a venue for exchanging views and ideas on generic issues such as restrictive national policy and legal systems and sharing of experiences on programmatic issues and problems. A regional approach also offers economies of scale in providing technical expertise and lowering management costs in the region.

Following guidance provided by technical and managerial consultants, REDSO/WCA considered and rejected a project designed around a package of country specific activities with substantial contributions from Global and AFR Bureau resources which would deal with the traditional programmatic subdivisions of the sector -- family planning, HIV/AIDS prevention and maternal and child health -- in selected countries. The decision was made that a vertical program of independent, country-specific interventions would be beyond the scope of REDSO/WCA to manage effectively and would reduce the chances for achieving sustainable results with a regional impact.

The intensive review concluded that the project should provide a flexible, regional response to a series of related and geographically widespread constraints. The project resources will be awarded on a competitive basis as cooperative agreements to one or more experienced U.S. or international NGOs to further overall development assistance objectives in the region that focus on increasing the availability and utilization of quality family planning, maternal and child health, and HIV/AIDS prevention services.

We view this project as a milestone for REDSO/WCA. It is the first REDSO-designed and REDSO-managed project. Although USAID is "between paradigms," since the re-engineering approaches for "project" design and implementation will not be in effect until October 1995, we decided to take advantage of the flexibility they offer us. The project design is grounded on a deliberate attempt to follow the letter and spirit of re-engineering as much as possible. We welcome the responsibility that the flexibility brings. In approving this provisional strategy and the new regional project, USAID/W has the opportunity to demonstrate its commitment to REDSO/WCA and other USAID posts that it is serious about encouraging new and flexible ways of doing business.

In addition to the FHA project, REDSO/WCA would consider applying other forms of assistance to achieve the strategic objective if opportunities presented themselves and budgetary resources permitted.

Brief description of the consultative process

REDSO/WCA representatives began discussing the project with interested parties in West and Central Africa in September and October 1994. At that time, a team of seven consultants traveled to six countries to investigate the health and family planning problems there. While visiting these countries the team members interviewed host country officials, usually the Minister of Health, other donor representatives and NGO/PVO directors. The team members discussed with them

the possible objectives and structure of a regional project of support to the health and family planning sector. The feedback obtained by the consultants was used in preparing their reports and the basis for building the project design.

REDSO/WCA staff have discussed with and received support from representatives of UN agencies, the World Bank and CIDA for the project objectives. REDSO/WCA senior management has also discussed the Project Paper with the Ambassador and embassy staff in participating non-presence countries and received their concurrence to provide USAID assistance in the absence of a USAID office in those countries. As a criterion for evaluation of the cooperative agreement proposals, the cooperative agreement evaluation criteria will reward candidates who have experience in working independently, i.e. without U.S. embassy or USAID field post support, with host country governments in the region. No special conditions or covenants will be included in the cooperative agreements, beyond the substantial involvement clause.

III. Resource Requirements

A. Estimated resource requirements by year to achieve the S.O.

Predicting the changes in resource requirements over the next five years is akin to reading a crystal ball. In order to estimate staff requirements and therefore budget requirements, we have assumed nothing more than what we have been told to date, i.e.,

- we will continue all current client support, and advisory and networking services for the region;
- there will be no additional program close-outs after Cape Verde in FY96, and it will take us until the end of FY97 to eliminate the brunt of the close-out work;
- we will not be asked to design and implement additional regional projects; and
- "Travel Manager" and AWACS will reduce the number of accounting personnel required.

With this in mind, Table 4 provides an illustrative staffing pattern for all REDSO/WCA OE- and program-funded staff as of the end of each fiscal year. Note, however, that the staffing projections would have to be changed if REDSO/WCA is given additional responsibilities for regional project management or additional project close-outs. An attempt was made to estimate how much time each office expects to devote to each of the three objectives listed in Part II. The limitations of that exercise were great and the results should be viewed as strictly preliminary.

Table 4. Program Resource Requirements (\$000)

	1995	1996	1997	1998	1999	Total
S.S.O. #1						
2 Ed. Advisers	300	300	300	300	300	1500
2 Health Advisers	200	200	200	200	200	1000
2 NRM Advisers	100	100	100	100	100	500
2 D/G Advisers	200	200	200	200	200	1000
1 WID Adviser	100	100	100	100	100	500
2 Economic Growth Advisers	400	400	400	400	400	2000
PD&S	100	100	100	100	100	500
Total	1,500	1,500	1,500	1,500	1,500	7,500
S.O. #3						
FHA-WCA	9,400	10,000	10,700	7,400	2,500	40,000
Contraceptives	4,000	5,000	6,000	5,000		20,000
	13,400	15,000	16,700	12,400	2,500	60,000

5-Year Projected Operating Expense Requirements

The operating expense budget, shown on Table 5, and projected FTEs on Table 6, are projected for a five-year period, FY 1995-1999. The projections reflect post close-out activities occurring throughout FY 1996-1998. The analysis also outlines an important REDSO transition. REDSO will shift from an operating unit which not only delivers support services to existing bilateral USAID posts in the West Africa Region, but also coordinates activities in non-USAID presence countries.

Table 5. REDSO/WCA five year projected operating expense budget.

FUNCTION CODE	FY 95	FY96	FY 97	FY 98	FY 99
USDH	804,460	463,485	555,020	513,520	351,710
FNDH	579,345	576,032	543,501	546,701	518,374
Contractors	1,347,137	1,467,775	1,412,988	1,347,326	1,293,185
Resid. expenses	628,048	590,946	503,342	485,170	467,210
Office Operations	1,115,400	1,031,204	984,095	937,806	909,878
NXP	411,710	432,310	325,860	342,150	370,490
TOTAL	4,886,100	4,561,752	4,324,806	4,172,673	3,910,847

The budget for FY 1995 is estimated at \$4.89 million, with a USDH FTE level of 32. Four posts are scheduled to close this fiscal year. REDSO will facilitate the winding down process for these posts. The Family Health and AIDS - West and Central Africa project (624-0440) project will start up in FY 1995, and will be operational through FY 1999. The operating expense-funded personnel involved in the implementation of this regional project include one USDH and two FSN PSC employees.

Table 6. REDSO/WCA Five-Year Projected Operating Expense - FTE

FTE CATEGORY	FY 95	FY 96	FY 97	FY 98	FY 99
USDH	32	26	23	22	22
FNDH/PSC	89	84	78	75	70
US PSC	7	7	7	7	7

Note: 12 Project-Funded FSN PSCs and 4 US PSCs Not Included.

The REDSO budget contains significant local currency expenditures. In fact, approximately half of the operating expenses incurred by REDSO are in local currency. Although the operating expense projections include a conservative rate of currency exchange, we believe there exists continued uncertainty in the budget due to possible fluctuations in exchange rates.

FY 1996 operating expenses and USDH FTEs are forecasted at \$4.56 million and 26 respectively. The budget level reflects REDSO's close-out efforts for the posts which closed in FY 1995 and one additional post scheduled to close in FY 1996.

The planned operating expense resources required for FY 1997 are reduced to \$4.32 million. USDH FTEs are projected at 23. The reduced budgetary level for this year indicates the diminished manpower resources required for close-out activities for those bilateral posts which no longer exist in the WCA Region.

FY 1998 reflects a further decrease in the operating expense budget to \$4.17 million. REDSO activities in support of close-out posts have ceased, contributing to the overall decline in budgetary requirements.

Finally, the FY 1999 operating expense budget is estimated to be \$3.91 million with USDH FTEs totaling 22. REDSO is now stabilized as a regional center which provides client support for 10 posts.

During the 5-year projection time period, OE requirements decline from the FY 1995 level of \$4.89 million to the FY 1999 level of \$3.91 million. This represents a net decrease of 20% during FY95-1999.

B. Other donor and partner commitments related to the implementation of REDSO's proposed strategic plan

Donor Coordination.

The United States is not the largest donor to Africa, but we are clearly one of the most influential. In the health sector, the U.S. is the fifth largest donor (behind France, the European Community, the World Bank and Germany), providing about five percent of official donor assistance (ODA). However, in large part because of our in-country presence, the U.S. provides intellectual leadership within the donor

BEST AVAILABLE DOCUMENT

REDSOWCA ANNUAL STAFFING REQUIREMENTS BY STRATEGIC OBJECTIVE

FY 1995	FY 1996	FY 1997	FY 1998	FY 1999
Office of the Director	Office of the Director	Office of the Director	Office of the Director	Office of the Director
4 USDH * 0 FSN	3 USDH 1 FSN	2 USDH 2 FSN	2 USDH 2 FSN	2 USDH 2 FSN
50% SSO #1 25% SSO #2 25% SO #3	50% SSO #1 25% SSO #2 25% SO #3	50% SSO #1 25% SSO #2 25% SO #3	80% SSO #1 10% SSO #2 30% SO #3	80% SSO #1 10% SSO #2 30% SO #3
Regional Legal Advisor	Regional Legal Advisor	Regional Legal Advisor	Regional Legal Advisor	Regional Legal Advisor
3 USDH 1 FSN	2 USDH 1 FSN	2 USDH 1 FSN	2 USDH 1 FSN	2 USDH 1 FSN
80% SSO #1 15% SSO #2 5% SO #3	90% SSO #1 5% SSO #2 5% SO #3	90% SSO #1 0% SSO #2 5% SO #3	95% SSO #1 0% SSO #2 5% SO #3	95% SSO #1 0% SSO #2 5% SO #3
Office of Procurement	Office of Procurement	Office of Procurement	Office of Procurement	Office of Procurement
3 USDH 1 USPSC 5 FSN	3 USDH 1 USPSC 5 FSN	3 USDH 1 USPSC 5 FSN	3 USDH 1 USPSC 5 FSN	3 USDH 1 USPSC 5 FSN
75% SSO #1 15% SSO #2 10% SO #3	70% SSO #1 15% SSO #2 15% SO #3	75% SSO #1 10% SSO #2 15% SO #3	75% SSO #1 10% SSO #2 15% SO #3	75% SSO #1 10% SSO #2 15% SO #3
West Africa Accounting Center	West Africa Accounting Center	West Africa Accounting Center	West Africa Accounting Center	West Africa Accounting Center
5 USDH 4 USPSC 36 FSN	4 USDH 4 USPSC 36 FSN	4 USDH 4 USPSC 30 FSN	3 USDH 4 USPSC 28 FSN	3 USDH 4 USPSC 25 FSN
80% SSO #1 35% SSO #2 5% SO #3	80% SSO #1 35% SSO #2 5% SO #3	85% SSO #1 30% SSO #2 5% SO #3	70% SSO #1 25% SSO #2 5% SO #3	75% SSO #1 20% SSO #2 5% SO #3
Program & Project Development	Program & Project Development	Program & Project Development	Program & Project Development	Program & Project Development
4 USDH 3 FSN	3 USDH 3 FSN	3 USDH 3 FSN	3 USDH 3 FSN	3 USDH 3 FSN
30% SSO #1 30% SSO #2 40% SO #3	50% SSO #1 25% SSO #2 25% SO #3	80% SSO #1 20% SSO #2 20% SO #3	80% SSO #1 10% SSO #2 30% SO #3	70% SSO #1 0% SSO #2 30% SO #3
Productive Sector Office	Productive Sector Office	Productive Sector Office	Productive Sector Office	Productive Sector Office
7 USDH 4 USPSC 8 FSN	7 USDH 3 USPSC 7 FSN	5 USDH 3 USPSC 7 FSN	5 USDH 3 USPSC 7 FSN	5 USDH 3 USPSC 7 FSN
75% SSO #1 20% SSO #2 5% SO #3	70% SSO #1 20% SSO #2 10% SO #3	80% SSO #1 10% SSO #2 10% SO #3	80% SSO #1 10% SSO #2 10% SO #3	80% SSO #1 0% SSO #2 10% SO #3
Health and Human Resources Office	Health and Human Resources Office	Health and Human Resources Office	Health and Human Resources Office	Health and Human Resources Office
3 USDH 1 USPSC 11 FSN	3 USDH 1 USPSC 11 FSN	3 USDH 1 USPSC 11 FSN	3 USDH 1 USPSC 11 FSN	3 USDH 1 USPSC 11 FSN
50% SSO #1 10% SSO #2 40% SO #3	50% SSO #1 10% SSO #2 40% SO #3	50% SSO #1 5% SSO #2 45% SO #3	55% SSO #1 0% SSO #2 45% SO #3	55% SSO #1 0% SSO #2 45% SO #3
Executive Office	Executive Office	Executive Office	Executive Office	Executive Office
3 USDH * 1 USPSC 37 FSN	1 USDH 2 USPSC 32 FSN	1 USDH 2 USPSC 31 FSN	1 USDH 2 USPSC 30 FSN	1 USDH 2 USPSC 28 FSN
70% SSO #1 30% SSO #2 0% SO #3	75% SSO #1 20% SSO #2 5% SO #3	85% SSO #1 10% SSO #2 5% SO #3	80% SSO #1 5% SSO #2 5% SO #3	95% SSO #1 0% SSO #2 5% SO #3
Total REDSOWCA Staff	Total REDSOWCA Staff	Total REDSOWCA Staff	Total REDSOWCA Staff	Total REDSOWCA Staff
32 USDH 11 USPSC 101 FSN	26 USDH 11 USPSC 96 FSN	23 USDH 11 USPSC 90 FSN	22 USDH 11 USPSC 87 FSN	22 USDH 11 USPSC 82 FSN

Notes:

- (1) * includes a USRH position that will be eliminated in FY95
- (2) Of the 11 USPSC positions, 4 are offshore and 7 are locally hired
- (3) Assumes Senegal continues to provide RLA & RCO services for Cape Verde and The Gambia

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community, and we commonly play a catalytic role in focusing resources on critical constraints to sustainable development: in the 1980s, unleashing private sector-led growth was an American innovation; and, in the 1990s, promoting participation and democratization have been American-inspired tenets of sustainable development. In addition to these ground-breaking initiatives, the U.S. has been the dominant donor in Africa in a number of areas, including family planning, basic education, the environment, and HIV/AIDS control and prevention.

USAID coordinates with other donors through a number of forums:

- World Bank-led Consultative Group (CG) meetings;
- UNDP-led Roundtables;
- the Special Program of Assistance for Africa (SPA);
- the Global Coalition for Africa (GCA);
- Africa-wide sectoral forums (e.g. Special Program for African Agricultural Research, Donors in African Education), and;
- formal and informal coordination mechanisms at the country level.¹⁷

IV. References

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¹⁷ Africa Overview for FY96 Congressional Presentation, p. 12.